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Although OCR had been the subject of much self-analysis and also of internal examination by the IG and others during its first decade of existence, it had not been subjected to detailed scrutiny by independent experts from the outside. In 1956, largely upon the recommendation of one of his Special Assistants, the DDI (Mr. Amory) proposed to the DCI that a panel of library experts be engaged to make a special survey of the CIA Library. Concern had been expressed, for example, regarding the alleged poor quality of selection of material for the Library's collections and the use of the ISC for the catalogue of books. With the approval of the DCI, there was set in motion a far-reaching study of major proportions which, indeed, went beyond the Library per se and became involved in virtually all aspects of Central Reference Service. The "Library Consultants Report" which resulted from this survey marked a watershed in the development of OCR and was followed by a complete change in the top management of the Office. As will be seen, the report did not of itself generate many changes of major significance in OCR organization and operation, but it did serve as a point of departure for a thoroughgoing analysis of OCR by the new administration under the leadership of the recently appointed Assistant Director,

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Chapter IV. Transition, 1957 - 1958

1. Library Consultants' Report of the on OCR, 1957

In discussion with the Curator of the Historical Intelligence Collection, who was his Special Assistant at the time, the DDI was urged to have a special survey made of the CIA Library by a panel of outside experts. The Curator was concerned, for example, about the poor quality of selection of material for the Library's collections and the use of the ISC for the cataloging of books. The DDI submitted the proposal to the DCI who approved it. The Assistant to the DDI

25X1A (Planning), [   ] was designated Chairman of an internal CIA Library Survey Committee on 22 August 1956, and various components were asked to send nominate

25X1A representatives. The Committee then selected the following librarians to constitute the board

of consultants: [   ]
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25X1A [   ] The Committee prepared

25X1A terms of reference and a suggested agenda for the consultants. [   ]

ORR, was appointed as escort for the consultants.

The consultants spent part of each of fifteen weeks studying the information activities of the Library and related operations in OCR. They interviewed research analysts, conducted sample tests and presented their final report to the

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DDI on 18 May 1957. (Andrews)

The AD/CR pulled together 143 items comments from the report, "Summary of Findings Requiring Action" and commented on of the items in reporting wrote to each in his various comments to the

DDI. In one of his memoranda (7 June 1957) to the DDI, the AD/CR summarized as follows his first impressions: "The report by the Library Consultants is highly critical of OCR, its Intelligence Subject Code, and its mechanized approach to the

*Personal interview, Curator, HIC
**See Item no. 16

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documentation problem. It recommends that we (1) cease using microfilm aperture cards and go back to hard copy, (2) abandon the Intellofax system, and (3) expand the Intelligence Publications Index into a monthly publication much like the Bibliography of Agriculture which should include 'all documents, books, and periodicals that make a substantive contribution'....The specific criticisms in this report are very disturbing. All but a few are at least partly valid and, though many serve only to underline and emphasize defects of which we were already aware and for which we were already trying to find cures, some of them do reveal weaknesses whose existence we did not suspect." He offered to follow through seriatim on the recommendations.

In another memorandum, to the DDCI (General Cabell) on 1 July 1957 the AD/CR requested that the Inspector General conduct a formal investigation into the records maintained by OCR, because the AD/CR had found that the Library Consultants had made certain statements which he "found to be untrue or misleading." He was concerned that the suspicion might arise that OCR may have tampered with the records; the Inspector General could determine easily whether the records were valid. Comments on the Consultants' Report were also supplied by OCR officials other as appropriate.

The effect of the Consultants' Report on the Office of Central Reference took a long time to gauge and is even now difficult to assess. The most immediate result was a dramatic impact on the morale of the personnel, particularly since the AD/CR, James M. Andrews, resigned in August 1957 after having served as the leader of OCR since 1948. One of the many side effects of the Consultants' Report, for example, was a feeling on the part of the staff that the Report stressed a lack of professionalism in OCR's response to its service requirements. OCR believed

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the grade structure of OCR, in comparison to other DDI and Agency components, was inequitable. The survey particularly stressed the inequities in the grade range from GS-12 to GS-15 when OCR was compared with ORR and OO. It was recommended by the survey that the DDS direct the Director of Personnel to conduct an over-all classification and wage review of the OCR grade structure with particular reference to comparable functions in other DDI components of similar size. The recommendation was endorsed by the DDI in a separate memorandum to the DDS on 1 June 1956.[7] A careful search of OCR, Office of Personnel, and IG records failed to produce the record of action; presumably the major reorganization of OCR in the Fall of 1956 produced some of the desired results.

This new leadership brought with it fresh insights from long experience

at senior levels both in management and in intelligence production. [   ]   25X1

came directly from the Office of National Estimates, where he had served as

Assistant Director and as a member of the Board of National Estimates. He

also held

had ~~handled~~, for a time concurrently, the position of Executive Secretary of
                                                                25X1A
the Intelligence Advisory Committee. [   ] had served in the

Office of the DDI and, earlier, was identified with the Office of Research

and Reports (ORR). This injection of new blood from outside OCR—and

especially from user offices—carried with it the potential for dispelling any

parochialism which OCR may have developed over the previous decade.

Many new people became involved in studying OCR's problems and OCR

itself entered into an intensive period of leadership in information handling

in the Intelligence Community. The new AD/CR [   ] also recognized   25X1

the low ebb of OCR morale; by patience, understanding and vigorous

attention to improving the image of OCR and the greater involvement of

his harassed Division Chiefs in the planning for OCR's future, he managed

in time to restore the confidence of OCR in itself.

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its reputation within CIA as primarily a clerical operation was an unjust one
and the Consultants added nothing to ~~improve~~ this. OCR had many times to raise
the grade level of its staff by stressing the professional knowledge and training
required in many of its activities; ~~the most recent~~ acknowledgement of this was
in the 1956 Inspector General's survey of OCR, *which stated that*
The staff had ~~contributed considerable~~ man hours to respond to
the requirements of the Consultants by ~~way of~~ statistics, special samplings and
other extra contributions. To have these misinterpreted, as later study proved,
helped lower morale. A cut in the OCR personnel ceiling at the direction of

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the DDI from [ ] also in August, ~~was unfortunate timing at this point.~~ *1957 did nothing to improve the morale.*

2. Changes in OCR Management

The following changes in OCR top management occurred in September

1957:

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Paul A. Borel appointed AD/CR, vice James M. Andrews, resigned

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[ ] appointed DAD/CR, vice [ ], reassigned

[ ] designated Special Assistant, ~~AD/CR~~ instead of Executive.

~~The~~ new management put ~~into~~ effect these significant changes ~~During~~
November 1957: 1) ~~dissolved~~ the Operations Staff as a separate entity and ~~decentral-ized~~ its functions to other OCR components; 2) ~~formed~~ the Statistical Division
from the Statistical Branch of the Special Register ~~and appointed~~ [ ]
Chief ~~of the Division~~, and 3) accepted the transfer of the Office of Training Library

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with its staff of six to OCR, thus making this specialized library service an
integral part of the Agency's over-all library facilities.

[ ]

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3. New Look at the Library Consultants' Report

The new AD/CR wanted to assess for himself CIA Library operations and the validity of the recommendations in the Consultants' Report. He therefore established sixteen Task Teams /in November 1957 to study and evaluate the findings of the consultants. Other offices in the Agency cooperated in the study by contributing the services of more than thirty of their employees as Task Team members; thirty-seven of the Team members were OCR employees. 10

Copies of the Consultants' Report were also sent to the heads of CIA operating offices XXXXXX with whom OCR was in most immediate contact. In January 1958, the AD/CR organized this group formally into the Central Reference Advisory Group (CRAG) to advise him on problems of mutual concern to OCR and the operating offices. The regular membership of CRAG included the following officials: Assistant Directors of Basic Intelligence (OBI), Research and Reports (ORR), and Scientific Intelligence (OSI), and the Chief, Foreign Intelligence (FI). Other operating components were invited to sit in on matters of direct interest to them. The AD/CR was the Chairman. 11

In March 1958 the AD/CR issued a "Status Report on OCR" which, though prepared primarily for OCR use, was used as one means of informing other CIA offices of OCR progress and problems, and as background for CRAG; 12 Though not a comprehensive review, the report mentioned the Task Team reviews, administrative and operational problems and statistics through calendar year 1957, and provided an index to OCR. The review of selected OCR programs in the report highlighted activities such as the travel folder program, mechanical translation, radio frequency usage and exploitation of government sources. It concluded with the AD/CR commenting on the present status of intelligence documentation and on the

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Although the authors states that the [...] is the best [...] wrap-up of the status of OCR [...] at a great point in [...] available for this history.

research and development in this area.

By May, 1958, the 16 Task Team Reports had been prepared for

the AD/CR, who presented a Summary of the Task Team evaluations to CRAG for

information and possible future CRAG action. In his covering statement to CRAG,

the AD/CR stated, "It is almost impossible to say, but it is my guess that, over-all,

the area of agreement between the respective findings, conclusions and recommendations

of the task teams and those of the Consultants is somewhere between 50% and 60%. In

some cases the findings were validated, but different conclusions or recommendations

were arrived at. In other cases, the findings could not be validated, but similar

conclusions or recommendations were arrived at."

For three days
In mid-May the Library Consultants met with top OCR management and

various Task Team Chairmen to discuss their respective findings. The Library

Consultants presented an oral report to the DDI based on the discussions during *this*
time
three days spent with OCR.

On 12 June 1958 the AD/CR presented a memorandum to the DDI, *entitled*

"Immediate Program for Implementing Recommendations of the Consultants and the Task

Teams, requesting his approval of a program for action. Although the OCR *over-all proposal*
for   *included projects much*
of executive action extended beyond the scope of the Library program and thus limited

somewhat the freedom of action in the Library field, the AD/CR proposed to phase
itself
the Library program as follows:

> Phase I: the Consultants' survey and evaluations, already completed.
>
> Phase II: the immediate program of implementation, covering activity
>
> between 1 June and 31 December 1958. Action presented as
>
> attachment in outline form included the following: 1)
>
> reorganization of reference service, 2) organization of
>
> Automation Development Group, 3)storage and retrieval,
>
> 4) modification of operational procedures, 5) publications

immediate program of
implementation of Phase II
as proposed.

procurement, 6) administration and 7) centralization of

information reference service.

Phase III: longer range program, including follow-up on Phase II,

~~Period covered~~ planned for 1959-1960.

The DDI approved the ~~action proposed~~. The new administration of OCR had its sights

set and goals outlined. It also had the added burden, as the AD/CR pointed out in

the paper referred to above, of having 32 less ceiling positions than when the

Consultants made their original recommendations. ~~Much remained to be done; the~~

~~important events will be reported subsequently.~~

Although much of the action was either begun or completed by the

end of 1958 ~~as far as some of the more practical suggestions emanated~~ *ing* from the

~~mounds of paper work~~, a final paper, ~~even though~~ written in 1959, is included here

to close out the discussion of the Library Consultants' Report and concentrate on

the action taken. This memorandum was from the AD/CR to the DDI, 12 May 1959, ~~subject~~ *dated and entitled*

Progress Report on OCR Program to Implement Recommendations of the Consultants and

Task Teams. ~~Since the memorandum was for information only~~, *and did not require DDI action,* ~~the many important~~

~~facts reported will be taken up later.~~

4. OCR Changes Attributable to Consultants' *and* Task Team*s'* Findings

As a result of *the* formal program review, the June 1958 reorganization

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of the CIA Library included the following changes:*

1. Reduction of personnel ceiling by 8 positions

2. Increase in average grade level from GS-7.7 to GS-8.4

3. Improved administrative and professional guidance within the

[overall] Library [organizational structure]

4. Establishment of a Staff Assistant* position to provide the

~~*See Item no. #7, will chapter~~

~~*These positions, in lieu of Deputy Division Chiefs, were established gradually in OCR~~

CIA Librarian with support in coordinating internal library

activities, and

5. Strengthening of *the* reference function under a Chief Reference

Librarian, who also served as Division Deputy.

Originally ~~established~~ *organized* as an experiment by Task Team No. 1 in January, 1958, a

Composite Group was ~~established~~ *create* to handle *requests for* Intellofax runs in the Reference Branch

of the CIA Library. The Group consisted of one representative each from the

Document Division (where the documents were indexed), the CIA Library (where the

documents were filed and reference service given from them) and from the Machine

Division (where the Intellofax cards were filed and manipulated).The three persons

were able to give the requester a more complete response, because each understood

the problems of the other in the processing line. ~~Later~~ *In 1961*, after the arrangement

had been put on a more permanent basis, ~~the Chiefs of the three Divisions concerned~~

~~recommended in 1961 that~~ the term "Composite Group" ~~be~~ *were* discarded in favor of the

more appropriate "Intellofax Reference Group." ~~Approved~~.

~~As will be seen throughout the following pages,~~ The new administration

of OCR proceeded with vigor to investigate ~~new~~ *modern* techniques ~~of~~ *for* information handling,

to get the intelligence community interested in coordinating programs ~~of this~~ *information handling*

~~nature;~~ and to ~~get~~ *encourage to become* Agency analysts more cognizant of the benefits of such programs,

Analysts were also urged to "suggest" The new vigor had a positive effect

~~and to contribute their~~ ideas for improvement. OCR, for example, established a small

in July 1958

whole staff with documentation and technical backgrounds to follow automation developments

in industry and government on a systematic basis and to plan applications of new

equipment. The staff reported directly to OCR top management and was called the

Automation Development Group (ADG). An example of analyst interest in OCR problems

was a limited systems analysis of document handling in OCR from the point of view

25X1A   of one user,   an ONE staff member.

Insert top of p. 18

To this later from administration, as the ADICR proposed in his 12 June 1958 paper previously referred to, the machine sections of the various OCR Registers were to be consolidated in the Machine Division. The first Test began in August 1958 with the integration of the machine section of IR with the Machine Division.

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To test the feasibility of operating a consolidated Machine Division, comprised of the machine sections of the various OCR Registers, the machine section of IR was integrated with the Machine Division.

5. Early OCR Interest in Computers

The AD/CR recognized that OCR must ~~explore all possibilities of~~ *investigate all* new equipment being developed with *a* potential for use in information retrieval. One of the most ~~exciting~~ *promising* of these was the computer. He also recognized that OCR was not the only Agency component ~~that~~ *which* could benefit from computer applications. On 22 August 1958, he forwarded a memorandum [18] ~~~~ to the Deputy Director, Support, proposing that the Management Staff undertake an overall study of Agency computer needs, including *the* feasibility of a Computer Center in the new building, in lieu of individual units in several parts thereof.

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To provide him with more practical knowledge of the use of computers for possible application to Agency information processing programs, *the Special Assistant,* SA/AD/CR, was sent for two years of special training at the [   ] [   ] *in August 1958.* [   ] was appointed SA/AD/CR vice [   ], and, later, [   ] [   ], ~~as Chief of the Document Division.~~ *became Chief of the Document Division.*

The Department of Defense had contracted with the Eastman Kodak Company for a system of micro-photography retrieval called MINICARD. OCR had been interested in this system from the very beginning, particularly since some of the basic concepts were similar to those in the Intellofax System. A MINICARD system was delivered to OCR by [   ] in late 1958 and a large scale testing of the system began shortly thereafter under the guidance of the ~~ADP.~~ *ADG*. *OCR devoted considerable energy and manpower it could ill afford to testing the MINICARD system during the next two years. The test was terminated in 1960; and Minicard was rejected.*

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* See Chapter II, Section I.

6. Other OCR Activities, 1957 - 1958

25X1A   At the request of [   ] Chief of the

[   ] the CIA Library dispatched one of its senior members in 1957 to study
the need for a station library.[19] The latter recommended that a library be established

and maintained there. On 15 February 1958 the first OCR librarian began her tour of

duty there and remained three years. Two other OCR professional personnel were sent

out on successive assignments before the need for a full-time professional librarian

ceased in 1964.

The Liaison Division was reorganized in April 1958 into a two-branch

structure: a Liaison and a Collection Branch. Accordingly, the new Division was

designated the Liaison and Collection Division (LCD). The Liaison Branch was to

continue to maintain operational contact with other agencies. The Collection Branch,

while concentrating primarily on non-IAC sources, was performing a direct collection

activity by reporting new foreign positive intelligence available through contacts

with professional government employees. International conference and trade fair

coverage were also placed under this branch.[20]

The Graphics Register had originated photo interpretation work in

OCR on a systematic basis, both because of customer demand for this type of service

and because it had the experienced staff to perform it. In the early 1950s, the DCI

had requested that a study of Photo Intelligence (PI) activities be prepared by an

experienced outside consultant; he was escorted on his fact-finding tour by a GR

staff member.[21] As a result of this study, a Photo Intelligence Division was established

in ORR on 2 November 1952.[22] Great impetus was given the whole program by the U-2

activities. OCR had also begun to organize a Branch in SR in 1956 (SR/X) with some

key IR personnel detailed to it;[23] the Branch later became the Statistical Branch of

SR, then the separate Statistical Division. In July 1958, the Division was transferred

with sixty-two positions from OCR to the Photographic Intelligence Center (PIC).[24]

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In addition to handling documentary materials, OCR had another area of responsibility, the collection of photographs and other graphics material in the Graphics Register. For years the collection of photographs through the facilities of the Foreign Service had been less than satisfactory, because responsibility for field collection had been scattered among various personnel at each Foreign Service post. In October 1958 this was rectified by the establishment of the Graphics Coordinator Program described in the next Chapter. Furthermore, in January 1958, due to the increase of procurement facilities for photographs and films in the

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area, GR established a vouchered domestic field position and attached it administratively to the _____, although under

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During the years 1957-58, several DCID's and NSCID's of immediate concern to OCR were issued. Since most of these related to inter-agency matters, they are dealt with in Chapter X, OCR Support to Other Agencies. ~~Intelligence Community Activities.~~

The organization of OCR in August 1958 is reflected on Chart #2. Annual budget and manpower statistics are listed in Appendix C.

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Branch, while concentrating primarily on non-IAC sources, was performing a direct

collection activity with regard to international conference and trade fair

participation by the source. [20]

Throughout its history, CIA had been the recipient of varying pressures

for the release of its unclassified publications, and, of course, to declassify the

classified ones. As the disseminators and the office of release, OCR had a natural

right to standardize practices. In one area, the release of unclassified translations,

OCR took active steps in June 1958 and received DCI approval to make available to

the public the maximum amount of its own and sponsored translations and related

materials of an unclassified nature. Attribution to CIA was not prohibited, but was

to be avoided for material produced under contract outside the Agency. CIA was not

to disseminate its material directly to the public but would cooperate with

interested government agencies to effect dissemination through their channels.

*See item no. 57.

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Insert *DdR ?* *In the*

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The Graphics Register had originated photo interpretation work in OCR on a systematic basis, because it had staff experience in this type of activity, and customers who wanted such service. When the mid 1950's found a study of photo intelligence (PI) activities prepared for the DCI at his request, A PI Division was eventually established in OCR, with such future leaders as Art Lundahl and [   ] starting things moving. Great impetus was given the whole program by the U-2 activities.[21] OCR had also begun to organize a Branch in SR in 1956 (SR/X) with some key IR personnel detailed to it; the Branch later became the Statistical Branch in SR, then the Statistical Division. In July 1958, the Division was transferred with sixty-two positions from OCR to the Photographic Intelligence Center (PIC).[22]

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CIA would not print nor underwrite the cost of reproduction of copies to the public. This was not to preclude selected direct dissemination by Agency officials to their contacts in the interest of public relations or for operational purposes.
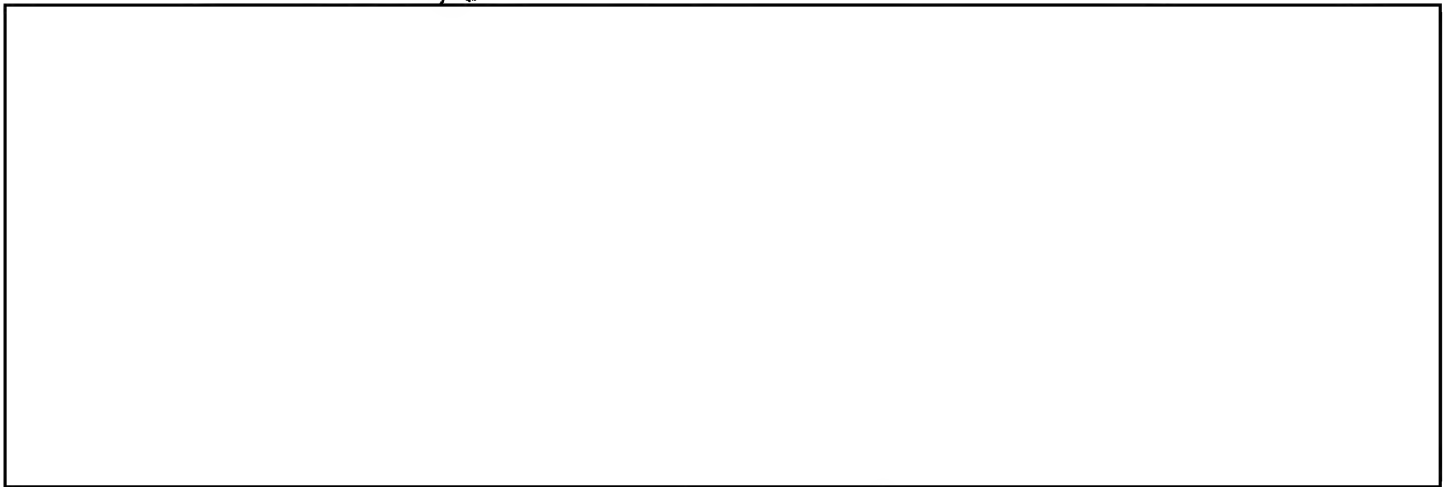
OCR had supported for years the various embryonic activities that led up to the systematic exploitation of the results from certain forms of air surveillance. Contributions were made by IR, MD, SR, and then the establishment of the Statistical Division in OCR. In July 1958, the Division was transferred with sixty-two positions from OCR to the Photographic Intelligence Center (PIC).
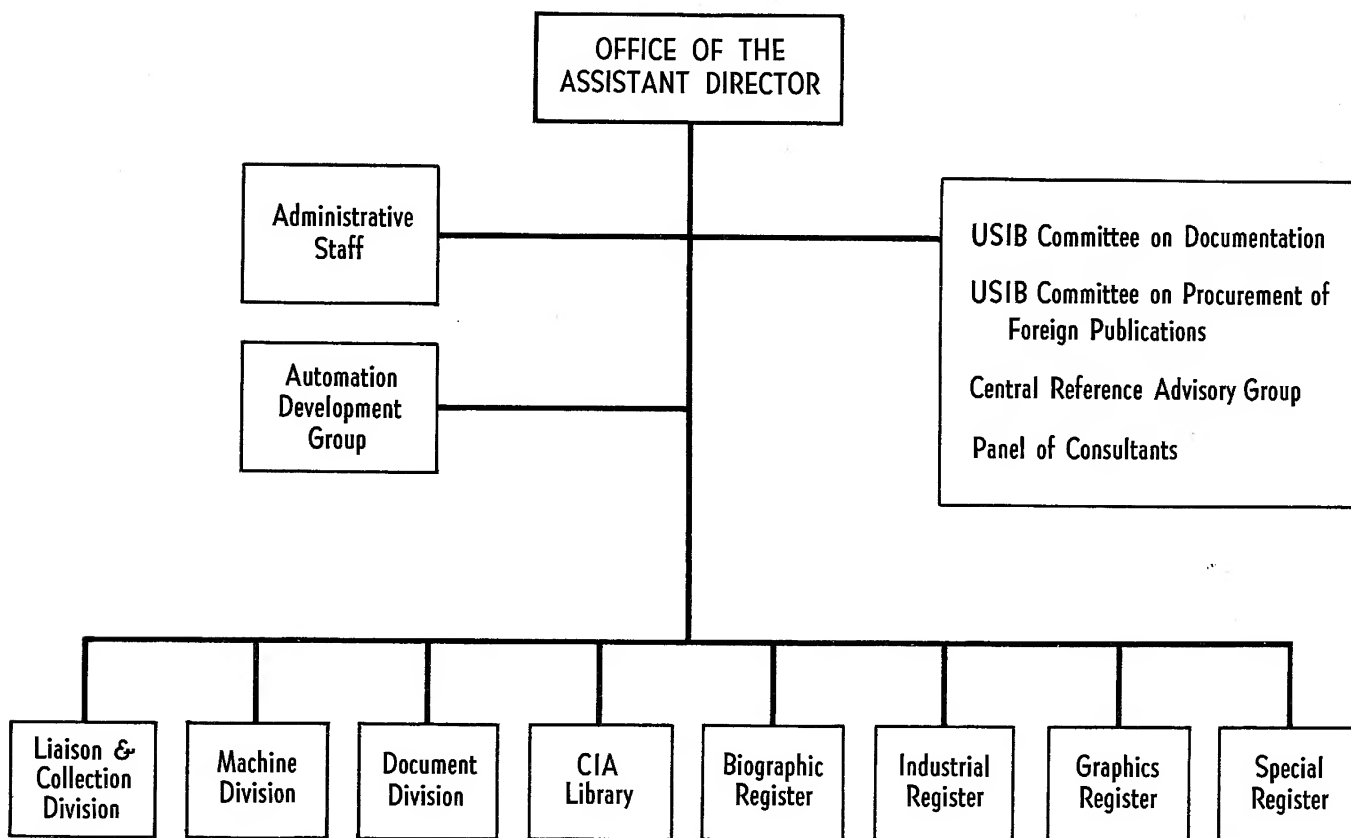
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*See item no. 4, this chapter

ORGANIZATION CHART
OFFICE OF CENTRAL REFERENCE

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                        ┌──────────────────────┐
                        │    OFFICE OF THE      │
                        │  ASSISTANT DIRECTOR   │
                        └──────────────────────┘
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| Administrative Staff |
| Automation Development Group |

USIB Committee on Documentation

USIB Committee on Procurement of Foreign Publications

Central Reference Advisory Group

Panel of Consultants

| Liaison & Collection Division | Machine Division | Document Division | CIA Library | Biographic Register | Industrial Register | Graphics Register | Special Register |

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AUGUST 1958

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